



FREDERICK COUNTY PLANNING COMMISSION

December 12, 2018

TITLE: Villages of Urbana - Village 10

FILE NUMBER: SP 03-22/S-1065, AP #17926, APFO #17927, FRO #17928)

REQUEST: **Combined Preliminary Plan/Site Plan**
The Applicant is requesting Combined Preliminary Plan/Site Plan approval of the 'Village 10' section of the Villages of Urbana PUD. The plan proposes 14 townhouse dwellings to be built on 1.3 acres located on the north and south sides of Sugarloaf Parkway at its intersection with Carriage Hill Drive.

PROJECT INFORMATION:

LOCATION: Located on the north and south sides of Sugarloaf Parkway at its intersection with Carriage Hill Drive

TAX MAP/PARCEL: Tax Map 96, Parcels 222 & 10JJ

COMP. PLAN/LAND USE: Low Density Residential (LDR)

ZONE: Planned Unit Development (PUD)

REGION: Urbana

WATER/SEWER: Water and Sewer Classification: W-1/S-1 & W-3/S-3

APPLICANT/REPRESENTATIVES:

APPLICANT: Monocacy Land Company

OWNER: Monocacy Land Company

ENGINEER: Rodgers Consulting

ARCHITECT: Not Listed

ATTORNEY: Not Listed

STAFF: Denis Superczynski

RECOMMENDATION: Conditional Approval

Attachments:

Exhibit #1-Site Plan - Rendering
Exhibit #2-Modifications Request (Street Trees & Parking)

STAFF REPORT

ISSUE

Development Request

The Applicant is requesting Combined Preliminary Subdivision Plan/Site Development Plan approval for 14 townhouse dwellings located on a 1.3 acre site zoned PUD in the Villages of Urbana. The site is part of the Villages of Urbana PUD, a planned development district originally approved by the Board of County Commissioners in 1998. The design of this site - a parcel split by Sugarloaf Parkway as it intersects with Carriage Hill Drive across the street from Centerville Elementary School in the northeastern portion of the PUD – continues the residential pattern established on surrounding blocks, which are predominantly developed with townhouses and single-family homes on modestly-sized lots. These 14 homes would likely be the final residential lots developed in the original PUD outside of the town center neighborhood.

Both sections of this proposed infill development (each with 7 dwelling units) are to be served by private alleyways to be constructed specifically to serve these homes. An existing driveway into the northern section from Sugarloaf Parkway will be abandoned and returned to a standard street front condition.

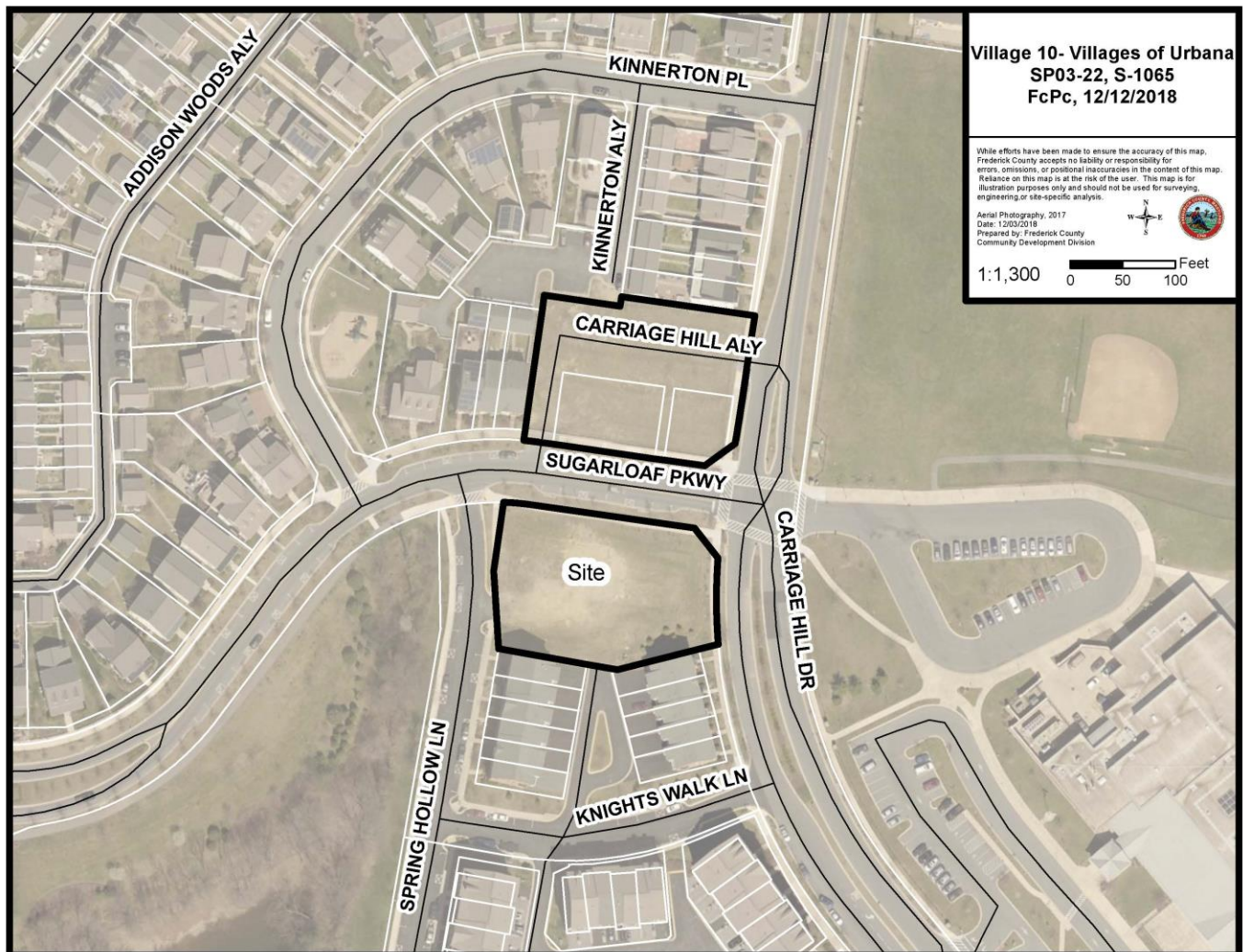


Figure 1 - Aerial Image

BACKGROUND

Development History

This proposed development constitutes a portion of the larger planned development district known as the Villages of Urbana PUD. The original approval allowed for the development of 3,013 dwelling units in the project. In 2017, the Applicant received approval through a rezoning request, R-16-01(A), for an additional 25 dwellings to be constructed in the town center area, adding to the 39 dwellings that had yet to be sited. With the approval of these 14 townhouses, the PUD would have 50 dwellings remaining in order to complete buildout of the project.

The Villages of Urbana PUD is subject to the terms of a Development Rights and Responsibilities Agreement (DRRA) originally approved by the Board of County Commissioners (effective June 13, 2013). All prior applicable APFO requirements for roads, schools, and water/sewer service for multiple Urbana-area projects were incorporated into a Combined APFO Letter of Understanding (LOU), which is attached to the DRRA. This development proposal is covered under the terms of the most current LOU revision, the 'Third Amendment to the Combined Urbana LOU' which was approved by the Planning Commission at its June 13, 2018 and is now in effect.

Existing Site Characteristics

The subject site, vacant but development-ready at this time, is situated at the intersection of Sugarloaf Parkway and Carriage Hill Drive. The Applicant has made an effort to link this proposal to the previous development in the surrounding neighborhood, primarily through the continuation of the building form as well as the linkages to the pedestrian and road network. Although the new alleyways will not be connected to those existing alleys which serve homes both north and south of the proposal, the Applicant has demonstrated adequate pedestrian and vehicular proximity and provided for practical connections to the existing street network.

Site topography at this location lends itself to the proposed layout of the neighborhood. The flat site requires no extreme grading or other disruptions to the surrounding developed areas.

There are no historic preservation sites or other cultural/archeological resources on the property.

Surrounding land uses include:

North/South/West – The areas north, south, and west of the Village 10 site include a mix of townhouses and single-family homes.

East – Centerville Elementary School and the Goddard School (a private pre-school facility) are located on Carriage Hill Drive directly across from the Village 10 site.

Land Use

While the original and revised land use plans for the Villages of Urbana PUD would have allowed for modest amounts of neighborhood commercial uses such as live-work units at this site, the Applicant has opted to develop the 1.3 acres as a residential use, with the concentration of permitted commercial activity being focused in the town center area along Worthington Boulevard. This proposal is consistent with prior approvals by the Planning Commission.

Frederick County Comprehensive Plan

No county community or corridor plan has been adopted for the Urbana area. Generally, the proposal demonstrates adherence to the general principles for compact development outlined in the County's Comprehensive Plan through seeking a mix and intensity of uses conducive to the continuing

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development of compact neighborhoods in areas served by public infrastructure and facilities.

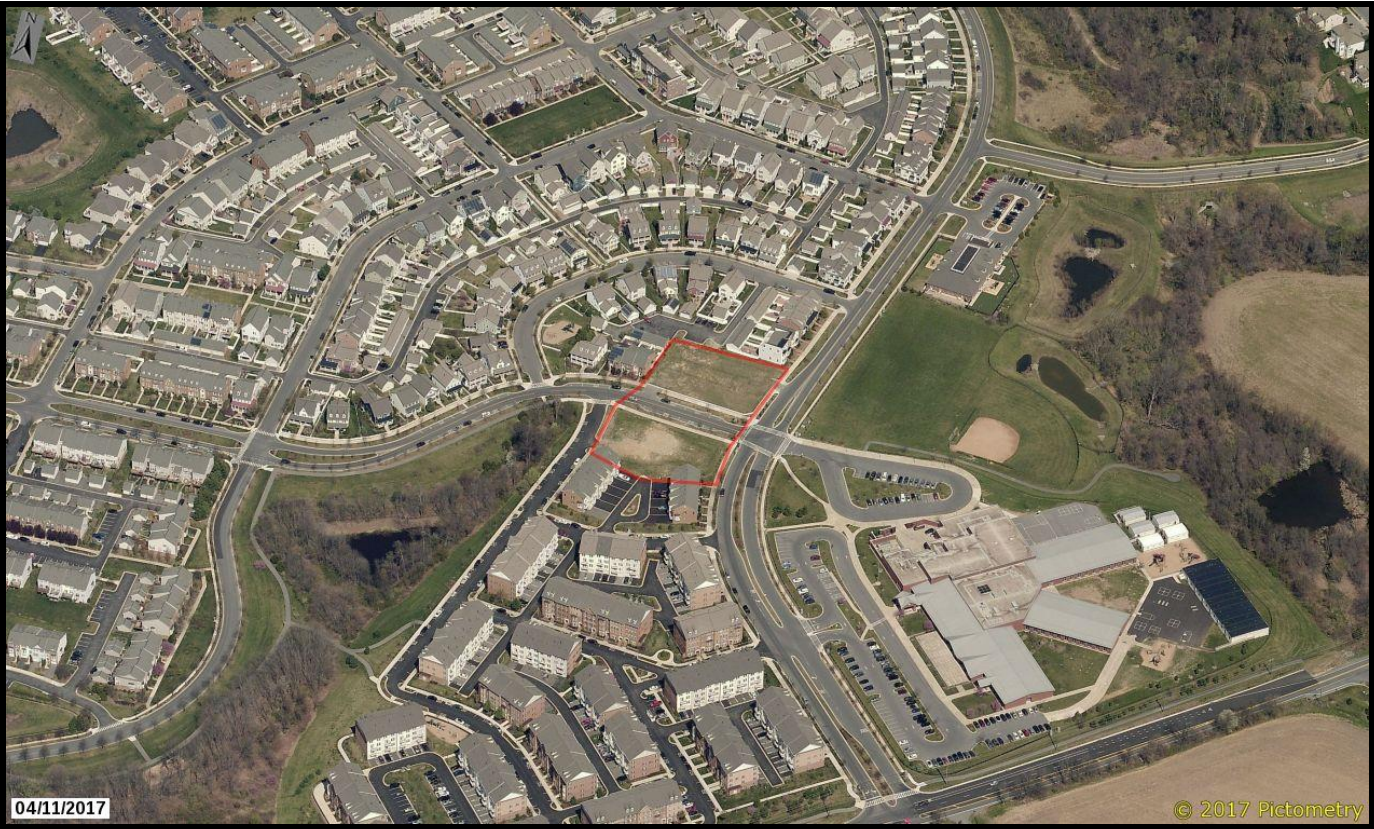


Figure 2 - Aerial view looking north

Zoning

The site is currently zoned 'Planned Unit Development (PUD)'. Surrounding land areas are also zoned PUD.

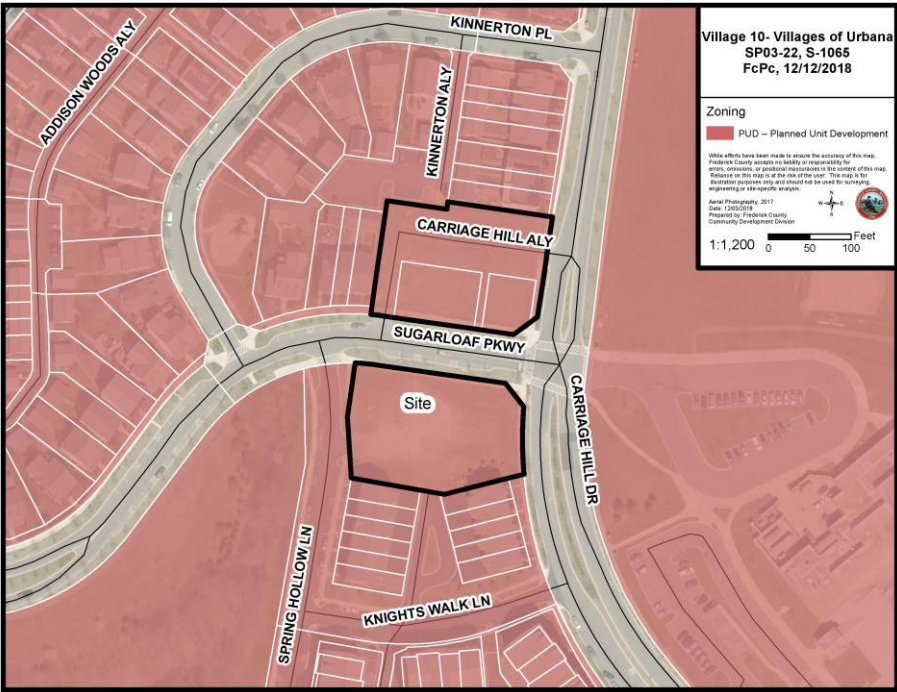


Figure 3 - Zoning Map

ANALYSIS

Summary of Development Standards Findings and Conclusions

Key issues of the proposed development include:

- Vehicular access to, and within, the site (Carriage Hill Drive, Sugarloaf Parkway, and the internal alleyway system)
- Providing a workable layout of pedestrian connections
- Integration of the proposed development into an area of existing residential development
- Establishment of appropriate BRLs (setbacks) and building massing
- Providing adequate and convenient parking for residents and visitors
- Continuation of the street front along both public roadways

Detailed Analysis of Findings and Conclusions

Site Development Plan Approval shall be granted based upon the criteria found in:

Site Development §1-19-3.300.4 (A): *Existing and anticipated surrounding land uses have been adequately considered in the design of the development and negative impacts have been minimized through such means as building placement or scale, landscaping, or screening, and an evaluation of lighting. Anticipated surrounding uses shall be determined based upon existing zoning and land use designations.*

Findings/Conclusions

1. **Dimensional Requirements/Bulk Standards:** The Planning Commission has previously established varying setback and building height requirements for projects in this portion of the PUD. Prior dimensional standards have been based upon building type, building density, surrounding development, topographical or other site constraints, and application of appropriate urban design principles. Sections 1-19-10.500.6(H) and 1-19-10.500.9 of the Zoning Ordinance provide for the Planning Commission's role in establishing these standards within a PUD.

The Applicant is proposing the establishment of dimensional requirements for the townhouses as listed in the chart on the Applicant's Cover Sheet (CS-1), generally summarized as follows:

Front Yards: 5'
Side Yards: 5'
Rear Yards: 15'

Illustrated Maximum Building Height (3.5 story Townhouses):	34 - 36 feet
Requested Maximum Building Height (per chart):	55 feet

Orientation of the buildings on the site, and to the public streets, appears to be a guiding characteristic in the Applicant's determination of appropriate setbacks and yards, as does the proximity of similarly configured townhouse units.

The proposed setbacks are appropriate to the overall design and layout of this residential section of the PUD and are generally in keeping with the patterns previously established throughout the Villages of Urbana PUD.

The request for a maximum height of 55 feet for the proposed structures, while larger than typical

in Urbana, is not inconsistent with previous approvals by the Planning Commission for similarly dense, townhouse structures in the area. However, the illustrated building elevations (Sheet ND-1) indicate a much smaller home. The relative flatness of the site does not appear to require the height flexibility of some of the other projects in Urbana. 'Two-over-two' dwellings located 200 feet south of the Village 10 site rise to a maximum height of approximately 54 feet, while single-family homes north of this project can measure as low as 24 feet high.

It should be noted that staff does not necessarily find the proposed maximum height of 55 feet problematic at this site. Indeed, even given the low sun angles during the weeks on either side of the winter solstice, it is unlikely that the massing of these structures, if built to a maximum height of 55 feet, would significantly impact the solar access of homes and yards located north of the proposed townhouses.

Staff would feel a greater level of comfort regarding the proposed maximum building height were it to be justified by the architecture of the proposed townhouses. If the Applicant can demonstrate that the proposed units will indeed approach 55 feet in height, and if the elevations provided as part of the site plan approval were to be made consistent with such a demonstration, Staff would recommend approval of the proposed height by the Planning Commission.



Figure 5 - View to the north along Carriage Hill Drive; project site on the left

2. **Signage §1-19-6.300:** The Applicant is not proposing any additional signage in this section of the PUD.
3. **Landscaping §1-19-6.400:** The landscaping plan contains a variety of plant species, which provide screening, shade, and a delineation of shared spaces, representing a serious effort to provide new trees and maintain existing street trees while maintaining adequate distance from utility easements, frontage improvements, and ESD facilities. The planting schedule follows the standard sizes that have been previously approved by the Planning Commission. The Applicant

has provided selective foundation screening of building sides where they face the public street network. Shade trees are generally placed in such a way as to shade parking and other paved areas.

The provision for street trees in the proposed development is regulated under Section 1-19-6.400(A)(1) of the Zoning Ordinance and states that the Applicant must provide "One tree, at least 6 feet in height at the time of planting...per 35 feet of [public] roadway frontage.". The calculated total, public, roadway frontage for this Application is 634 linear feet, and the street tree requirement is as follows:

Public road frontage:	634 linear ft.
Required number of street trees:	18 trees [634/35=18]
# trees provided (public streets):	10 trees [2 to be planted + 8 existing to remain]
Total # street trees provided (incl. private r.o.w.):	18 trees [does not include coniferous or ornamental trees]

The Applicant seeks a modification allowing the Planning Commission to grant approval for an 'Alternate On-site Location' for the planting of the required number of street trees. Given the challenge of the site, and the effort to provide the required number of trees by planting elsewhere on the 1.3 acre property, Staff has no objection to the granting of this modification by the Planning Commission.

4. **Lighting §1-19-6.500:** No additional lighting, other than existing street lamps, is proposed in this application.

Conditions:

1. The Planning Commission must approve an Alternate Planting Design ('Alternate On-Site Location' for street tree planting) as requested by the Applicant.
2. Reduce maximum building height to 45 feet or, alternatively, demonstrate the need for the additional proposed height with modified architectural elevations or other relevant information.

Transportation and Parking §1-19-3.300.4 (B): *The transportation system and parking areas are adequate to serve the proposed use in addition to existing uses by providing safe and efficient circulation, and design consideration that maximizes connections with surrounding land uses and accommodates public transit facilities. Evaluation factors include: on-street parking impacts, off-street parking and loading design, access location and design, vehicular, bicycle, and pedestrian circulation and safety, and existing or planned transit facilities.*

1. **Access/Circulation:** The proposed internal road network will consist of two new private alleyways, each serving 7 of the proposed townhouses. Each alleyway will include full turning movements onto their respective local streets.
2. **Public Transit:** This site is not directly serviced by Transit.
3. **Parking:** Pursuant to Section 1-19-6.220 of the Zoning Ordinance, 2.5 spaces are required for each 3-bedroom townhouse dwelling. Thus, the total parking target for this application is 35 spaces. The Applicant is providing a total of 56 parking spaces accomplished through the provision of individual (on-site) parking as well as shared parking areas to accommodate visitors in the neighborhood. Shared and on-street parking situated on the site amounts to 16 spaces. Development review planners in Frederick County are aware that in neighborhoods designed to

be compact and walkable - and that often carry higher residential densities - there remains a need for visitor parking to accommodate events such as Super Bowl parties or family celebrations. In areas of higher density, Staff encourages the provision of modest amounts of added parking capacity that can be shared amongst neighbors. This proposal accomplishes this goal. Staff recommends approval by the Planning Commission of the parking modification submitted by the Applicant.

Provision of on-street parking spaces will be finalized when Improvement Plans are submitted and approved by the County.

4. **Pedestrian Circulation and Safety §1-19-6.220 (G):** The Applicant has provided sidewalks as required in the proposed development, including a small segment that connects Kinnerton Alley and the proposed Old Spring Alley, accommodating the likely flow of younger pedestrians making their way to Centerville Elementary school from adjoining streets to the north and northwest. Except where noted, all sidewalks provided are a minimum of 5 feet in width. This is especially valuable since the two alley systems do not connect for vehicular flow because of differing grades.
5. **Bicycle Parking §1-19-6.220 (H):** No bicycle parking is required for this proposal by the Zoning Ordinance, however, staff encourages the provision of bicycle racks in convenient and publicly accessible locations in and around residential neighborhoods as appropriate to provide one less obstacle to those choosing to utilize non-motorized means of transportation.



Figure 6 - View of Village 10 site looking west

Conditions:

1. FCPC approval of the Applicant Modification Request to provide 56 parking spaces where 35 spaces are targeted in the Zoning Ordinance.

Public Utilities §1-19-3.300.4 (C): *Where the proposed development will be served by publicly owned community water and sewer, the facilities shall be adequate to serve the proposed development. Where proposed development will be served by facilities other than publicly owned community water and sewer, the facilities shall meet the requirements of and receive approval from the Maryland Department of the Environment/the Frederick County Health Department.*

Findings/Conclusions

1. **Public Water and Sewer:** The site is to be served by public water and sewer and is classified W-1/S-1 and W-3/S-3 in the Frederick County Water and Sewer Plan. The site is subject to a DRRA (dated June 13, 2013) and an APFO LOU originally dated June 13, 2013, including a First, Second, and Third Amendment. The Third Amendment was approved on June 13, 2018.

Natural features §1-19-3.300.4 (D): *Natural features of the site have been evaluated and to the greatest extent practical maintained in a natural state and incorporated into the design of the development. Evaluation factors include topography, vegetation, sensitive resources, and natural hazards.*

Findings/Conclusions

1. **Topography:** The site is relatively flat and has been graded for development activity.
2. **Vegetation:** Most of the site is in turf, with a few trees planted at the time of development of adjoining land bays.
3. **Sensitive Resources:** No sensitive resources are present on this site.
4. **Natural Hazards:** No natural hazard areas have been identified on the site.

Common Areas §1-19-3.300.4 (E): *If the plan of development includes common areas and/or facilities, the Planning Commission as a condition of approval may review the ownership, use, and maintenance of such lands or property to ensure the preservation of such areas, property, and facilities for their intended purposes.*

Findings/Conclusions

1. **Proposed Common Area/Open Space:** Open space requirements affecting the development of this residential section have been met through the dedication of open spaces throughout the Villages of Urbana. Of the 1.3 acres subject to this Combined Preliminary/Site Plan application, approximately 27% (0.36 acres) are set aside as open space. This open space, to be maintained by the HOA, is primarily incidental to the project and is not necessarily destined to be occupied by users on a regular basis. The space will serve as winter snow storage during heavy snow fall but will otherwise be maintained as a vegetated buffer between residential streets.

Staff finds that required common areas and open spaces have been provided previously throughout approved and developed areas of the PUD.

Specific Development Standards Within the Planned Development Districts §1-19-10.500.10 (B): *If any development or portion thereof requests designation as an age-restricted community for the purpose of being exempt from the APFO school test under Section 1-20-7(E), this request must be made as part*

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of the Applicant's Phase I application, indicating the number and location of the proposed age-restricted dwelling units.

Findings/Conclusions

1. Phase 1 requirements regarding APFO schools testing for this proposal were satisfied previously.

Other Applicable Regulations

Adequate Public Facilities Ordinance (APFO) – Chapter 1-20

The proposed dwelling units are within the remaining balance of dwelling units permitted under the 2013 Combined LOU for this PUD, thrice amended, and is therefore exempt from further APFO consideration.

Forest Resource Ordinance (FRO) – Chapter 1-21

The FRO plan for this section of Villages of Urbana was approved in 2002 (FF-106) and the mitigation requirements were satisfied by recording FRO easements.

Historic Preservation – Chapter 1-23

No historic resources are affected by the proposed development.

Life Safety/Emergency Access

The Applicant has worked with the Office of Life Safety to address concerns regarding emergency vehicle access to residential units including concerns specific to the units served by private alleyways. Those issues have been resolved successfully.

Moderately Priced Dwelling Units – Chapter 1-6A

The Applicant must include a note on the Combined Preliminary/Site Plan indicating pertinent MPDU information including a reference to the ordinance, and the mechanism by which this project is exempt from MPDU requirements (Chapter 1-6A-10).

Subdivision Regulations – Chapter 1-16: This application meets the requirements of the subdivision regulations in Chapter 1-16.

1. Article I: In General - § 1-16-12 *Public Facilities*

- All proposed lots will access publicly- or privately-maintained roads with continuously paved surfaces of 20 feet in width. Section 1-19-10.500.9 of the Zoning Ordinance addresses ownership and maintenance of roads and streets in a MXD.

The majority of the site is classified W-3/S-3 on the Frederick County Water and Sewerage Plan indicating improvements to, or construction of, publicly-owned community sewerage or water systems are planned within a 3 year time period. A smaller portion of the site is classified W-1/S-1 on the Frederick County Water and Sewerage Plan indicating existing service availability to the site.

2. Article IV: Required Improvements - §1-16-109 *Street, Common Driveway, and Sidewalk Construction:*

- Required minimum width for sidewalks is 4 feet. All sidewalks provided are a minimum of 5 feet wide.

3. Article VI: Design Standards and Requirements

- § 1-16-217. *Land Requirements:*

- The designated land use categories in the Comprehensive Plan for the site of the PUD
Villages of Urbana – Village 10 Combined Preliminary/Site Plan

include Low Density Residential (LDR). These designations permit for a residential density range of 3 to 6 dwellings per acre on public water and sewer. The proposed development is within a Community Growth Area and is for a residential community on public water and sewer with a gross density of approximately 3.0 dwelling units per acre. The *net density* of this section is 10.7 DUs/acre.

- The existing topography and natural features are the basis for the overall delineation of the PUD, with the higher elevations delineated as areas of development, and the lower elevation areas delineated as undeveloped areas to be maintained in a more natural state.

§ 1-16-218. *Block Shape:*

- No block dimension is greater than 1800 feet. Adequate pedestrian walkways – sidewalks and trails - are provided.

§ 1-16-219. *Lot Size and Shape:*

- In the PUD, the lot dimensions, setbacks and height limitations for structures are to be determined by the Planning Commission at site development plan review.

§ 1-16-235. *Right-Of-Way and Paved Surface Widths:*

- Public streets proposed for this development will meet all specifications in accordance with the Frederick County Design Manual.
- Proposed paved surface width for new private alleyways is deemed adequate.

4. Driveway Entrance Spacing Policy

Adopted by the FCPC in 2002 (amended 2004), this policy provides a system of evaluating driveway locations for public safety, to preserve rural character of roads located in rural parts of the County, and allowing tighter spacing in areas of the County designated for denser development. Proposed driveways are all located on local residential streets, which have no spacing restrictions.

Findings/Conclusions

Based upon the review and analysis as provided above, Staff finds that the proposed application meets or will meet all Subdivision Regulations and Zoning requirements, subject to Planning Commission approval of the requested modifications. Staff will continue to work with the Applicant as the project moves through the remainder of the development process to address all outstanding items as discussed in this Staff Report. However, any approval of this application should include conditions related to:

- Determination of an appropriate maximum height for the townhouse structures
- Inclusion of an MPDU note on the plan referencing the project's exemption from MPDU requirements
- Planning Commission approval of modification requests for parking and street trees

Summary of Agency Comments

Other Agency or Ordinance Requirements	Comment
Development Review Engineering (DRE):	Conditionally Approved
Development Review Planning:	Conditionally Approved - pending resolution of agency issues
State Highway Administration (SHA):	Waived
Div. of Utilities and Solid Waste Mngt. (DUSWM):	Conditionally Approved
Forest Resource (FRO)	Approved
Health Dept.	Approved
Office of Life Safety	Approved
Street Naming	Approved
DPDR Traffic Engineering	Approved
Historic Preservation	Conditionally Approved

FINDINGS

Based on the discussion in this report and with the conditions listed below, Staff finds that the application meets and/or will meet all applicable Zoning, Subdivision, APFO and FRO requirements once the conditions of approval have been met and requested modifications granted.

RECOMMENDATION

Staff has no objection to conditional approval of the Villages of Urbana – Village 10 Combined Preliminary Subdivision Plan/Site Development Plan. If the Planning Commission conditionally approves the site development plan, the site plan is valid for a period of three (3) years from the date of Planning Commission approval (valid through December 12, 2021). The Preliminary Subdivision Plan is valid for the lesser of 5 years or the period of APFO approval. The APFO is valid through June 13, 2026, therefore the Preliminary Plan will expire on December 12, 2023.

Based upon the findings, conclusions, and modifications as presented in the staff report, Staff finds that the application meets or will meet all applicable Zoning, APFO, and FRO requirements once the following modifications are granted and conditions met:

Planning Commission approval of the following modification requests from the Applicant:

1. Approval of a modification to provide 18 street trees, 8 of which would be planted at alternate locations on the site, as indicated on the Landscape Plan.
2. Approval of a Modification Request seeking FCPC approval to provide 56 parking spaces where 35 spaces are targeted in the Zoning Ordinance.

Staff-proposed conditions of approval:

1. Address all agency comments as the plan proceeds through to completion.
2. Establishment of a maximum building height of no more than 45 feet unless otherwise approved by the Planning Commission.
3. The Applicant must include a note on the Combined Preliminary/Site Plan indicating the pertinent MPDU information including a reference to the ordinance, and the mechanism by which this project is exempt from MPDU requirements (Chapter 1-6A-10).

PLANNING COMMISSION ACTION

MOTION TO APPROVE WITH CONDITIONS

I move that the Planning Commission **APPROVE Combined Preliminary Subdivision Plan/Site Development Plan S-1165/SP 03-11 (AP 17926) with conditions and modifications** as listed in the staff report for the proposed **Villages of Urbana - Village 10**, based on the findings and conclusions of the staff report and the testimony, exhibits, and documentary evidence produced at the public meeting.

Exhibit 1 – Project Rendering



Exhibit 2 – Modifications Request

November 19, 2018

Mr. Denis Superczynski
Frederick County
Development Review Engineering
30 North Market Street
Frederick, MD 21701

Re: The Villages of Urbana
Villages 10, 14 Townhomes
Combined Plan Modification Letter
S-1065/SP03-11, A/P 17926

Dear Denis,

On behalf of Monocacy Land Company, LLC, developer of the Villages of Urbana project, we herein submit this modification letter for the Combined Preliminary/Site Plan for the The Villages of Urbana, Village 10, 14 towns for FCPC submittal. This plan request the following modifications:

1. A public street tree modification is requested due to DUSWM setback requirements from water and sewer lines and house connections. 18 public street trees are required per 1-19-6.400(1) and this plan proposes **18 street trees with 8 trees being planted along private alleys.**
 - = 1 street tree per 35 linear feet of road frontage
 - = 634 linear feet of road frontage / 35
 - = **18 street trees required along the public right of way**
 - 8 out of 16 street trees to remain due to DUSWM setback requirements
 - 2 new street tree planted in public right of way
 - 8 new street trees planted in private alleys
2. A parking modification to allow over the required number of parking spaces. This plan requires 35 parking spaces and proposes 58 parking spaces on lot, public on street and private parking spaces in the alleys. Existing on street parking spaces are not being counted.

The existing public on street spaces along Sugarloaf Parkway in front of the proposed 14 townhomes have evolved and serve as Centerville Elementary School drop off and pick up. In an effort to not disturb this during the school year, overflow parking for these new townhomes is proposed in the alley.

REQUIRED SPACES

=14 Townhome Units (3 bedroom) at 2.5 spaces/unit = 35 spaces
=TOTAL PARKING REQUIRED = 35 Spaces

PROVIDED SPACES

=Garage parking for 14 two car garages (1/2 space per car assumed) =14 Spaces
=Driveway parking for 14 two car driveways = 28 Spaces
=Proposed public on street parking (existing curb cut removed) = 2 Spaces
= Proposed private alley parking = 14 spaces
=TOTAL PARKING PROVIDED = 58 Spaces

19847 Century Blvd., Suite 200, Germantown, MD 20874 • 301.948.4700 • 301.948.6256 (fax) • www.rodgers.com

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As always your assistance in the processing of this application is greatly appreciated. Should you have questions regarding this plan, or any other part of The Villages of Urbana, please feel free to contact us at 301-948-4700.

Sincerely,
Rodgers Consulting

A handwritten signature in cursive script that reads "Mike Peterson".

Mike Peterson, PLA
301-948-4700 Office
mpeterson@rodgers.com